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ANNUAL REPORT
OF THE
ADMINISTRATIVE SERVICES
DEPARTMENT
FOR THE
YEAR ENDING DECEMBER 31, 1955.

JANUARY 3, 1956.

HON. JOHN B. HYNES,
Mayor of Boston.

DEAR SIR:

I am pleased to submit herewith the second annual report of the Administrative Services Department for the year commencing January 1, 1955, and ending December 31, 1955, concerning the activities of all divisions and units involved, together with comments and observations made with reference to various studies initiated by the Board in connection with the operations and management of various other city departments.

ADMINISTRATIVE SERVICES BOARD

In accordance with chapter 3A, section 2, of the Ordinances of 1953, several studies and recommendations were made with respect to the organization, activities, policies, and procedures of various departments, with particular emphasis being placed on reductions in costs of municipal operations wherever possible, and a higher degree of efficiency being established in each and every instance.

As indicated in our initial report for the year 1954, we have been striving to place operations of our city government on a basis commensurate with other large municipalities and business corporations which have been streamlining their activities to meet the ever-increasing demands of the general public for a more intelligent approach to the many problems which concern us. You will appreciate that many matters that might appear quite simple of solution on the surface require deep study and investigation before they are fully explored. We have found this to be the case in many instances where conflicting statutes, ordinances, or opposition from one source or another interfered with plans for immediate consummation of well-intended proposals.

A review of last year's deliberations and accomplishments discloses that progress has been made on many proposals, the results of which will not be available until the end of the year 1956, at which time accurate comparisons can be made with previous operations. Meetings of the Board were held on the following dates:

January 26, 1955	July 28, 1955
February 25, 1955	August 18, 1955
March 24, 1955	September 29, 1955
April 28, 1955	October 27, 1955
May 26, 1955	December 1, 1955
June 23, 1955	

Subjects studied and discussed related to varied fields of activities within the framework of municipal management. A list of the more important subjects, upon which we have made definite progress during the year 1955, is submitted below:

Staffing Surveys:

1. Administrative Services Department — Purchasing Division
2. Election Department
3. Treasury Department
4. Welfare Department

Final reports on the above surveys were submitted to the Board by Charles M. Evans & Associates, consultants in Public Administration and Finance. The services of this organization were most helpful to us in

Anonymous
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securing facts and data regarding the staffing requirements of the departments examined in an accurate and unbiased manner.

Department heads concerned were interviewed in connection with the recommendations of the Evans group, and agreements were reached to comply with the recommendations as set forth. Substantial savings cannot be expected in the immediate future because of Civil Service stipulations, but we are confident, however, that by strict adherence to the staffing patterns as outlined, gradual savings each year will be realized through the nonfilling of future vacancies in each case where it was found a department was overstaffed. Because of the time involved by the Evans Company in analyzing departmental forms throughout the city, we were required to discontinue this all-important program for the time being, but intend to revive the same at some later date so that, eventually, we will have a complete picture of the entire city government, depicting our minimum needs for staffing our various governmental units on an efficient basis, with the city receiving a maximum return for services rendered.

In the study of staffing requirements of the Welfare Department, the installation of three procedural changes resulted and are summarized as follows:

1. Transfer of billing from the Welfare Department to the Hospital Department for hospital care to all persons determined to be the responsibility of jurisdictions other than the City of Boston.

2. Transfer of function from the Welfare Department to the Hospital Department of conducting interrogatories necessary for settlement determinations covering "Unable to Pay" admissions at the City Hospital.

3. Confining settlement determinations by the Welfare Department to cases previously determined by the Hospital Department as "Unable to Pay." This change reduces the estimated work load for settlement determinations from over 10,000 cases annually to approximately 3,000 cases.

Standardization of Forms Survey — This survey was conducted during the year on the various forms being utilized in the following departments:

1. Administrative Services Department — Purchasing Division
2. Assessing Department
3. Auditing Department
4. Building Department

5. City Clerk's Office
6. Election Department
7. Fire Department
8. Health Department
9. Hospital Department
10. Law Department
11. Library Department
12. Licensing Board
13. Parks and Recreation Department
14. Police Department
15. Public Works Department
16. Real Property Department
17. Traffic Department
18. Veterans' Services Department
19. Welfare Department
20. General Forms (all departments)

With the exception of a few of the smaller departments, the above survey, which was completed the latter part of the year, covered a study of some 4,000 forms, upon which recommendations were made for revisions, alterations, or elimination of 3,777. With the assistance of the Evans organization and the budget analysts in the department this work progressed during the year in a most satisfactory manner; and, with new regulations going into effect the early part of this year, we feel that the results of our efforts will indicate beneficial results in the not too distant future in the handling, ordering, and preparing of forms. It is difficult at the present time to estimate the savings to be realized, but we are certain that, after the recommendations in the proposed plan of operations have been in effect for a period of at least one year, we can then submit comparisons between previous and present costs which should prove both enlightening and encouraging. Upon the basis of these figures we will then be in a position to consider the initiation of a similar survey among the various county offices and departments, where such a survey is badly needed.

Report on Policies Covering Institutional Employee Maintenance. Re Report on Suffolk County Classification and Compensation Plan.

The above two reports were compiled by Charles M. Evans & Associates in addition to the reports previously mentioned. The recommendations contained in these reports are being studied and reviewed by the

Board at the present time with a view to placing into effect those recommendations which meet with its approval.

At the recommendation of the Board, the following surveys were conducted during the year by an investigator and a budget analyst within the department:

1. Survey of Parks and Recreation Department with a view to setting up an efficient and systematic inventory control.
2. Survey of Hospital Department relative to stock inventories, service orders, disbursement of supplies, and custodial care.
3. Survey and analysis of shower bath facilities in the Parks and Recreation Department.

As a result of the above-mentioned surveys, improved methods and procedures in inventory controls have been established in the Parks and Recreation Department; the Hospital Department is establishing new methods and procedures in the various aspects of hospital management covered under the subjects studied; and the third survey is still under consideration and study by the Board.

STUDIES, DISCUSSIONS, AND RESULTS OF SAME.

1. *Personnel Discussions with Union Representatives* — On two separate occasions union representatives appeared before the Board regarding personnel items pertaining to various employees who were complaining of so-called injustices in ratings, salaries, or some other type of grievances. Although the Board did not agree with some of the criticisms and grievances, nevertheless, through the use of tactful and intelligent procedures, it was possible to adjudicate each case to the satisfaction of the employees involved and the union representatives.

2. *Coasting Streets* — Legislation was enacted during the year to transfer the authority for designating coasting streets from the Public Works Department to the Traffic Commission. This was a matter of discussion during the latter part of 1954, and it is hoped that the results of this legislation, which will transfer the function to a department to which it rightfully belongs, will be a forerunner to future statutory changes that will be in line with logical and sensible delegating of authority and responsibility.

3. *Binding Operations* — Studies were made of various types of binding operations with a view to reducing costs in this expensive field. Searching for a more efficient and economical method of handling the city's binding requirements resulted in the initial installation of binding equipment in the Fire Department on an experimental basis. If the results are as successful as we anticipate, it is our intention to establish a central binding unit to handle the needs of all city and county departments.

4. *Classification and Compensation Plan* — Several discussions were held during the year on the feasibility of amending our present plan through the elimination of the longevity feature and substituting therefor an additional increment at the end of the seventh and eleventh year of city service. These discussions and studies were motivated by a request from the union groups that we establish a plan similar to that in operation by the state. After thorough review of the situation by the Supervisor of Personnel, who presented his findings to the Board regarding costs and other features attendant thereto, it was recommended that an additional increment at the end of the seventh and eleventh years be adopted and the longevity feature, which provided for increments in the tenth and twentieth years, be eliminated. It is our understanding that this proposal will be acted upon during the coming year.

5. *Central Mailing Unit* — The results of previous studies were culminated this year by the establishment of a Central Mailing Unit in the Collecting Division of the Treasury Department. This new unit has been operating most efficiently, and at the end of the current year we should have some interesting figures to substantiate our action in establishing the same. The Pitney-Bowes organization, in addition to the Post Office Department, were most helpful to us in setting up procedures and expediting the flow of mail throughout City Hall and the Annex.

6. *Office Machine Service Unit* — A review of total costs pertaining to the maintenance and repair of typewriters and other office machines caused a study to be initiated, with a view to decreasing present charges for this service. Board members agreed that savings could be realized through the establishment of our own office machine service unit, and, in accordance with this opinion, such a unit will be established in the basement

of City Hall on or about the middle of next month. We hope to show substantial savings at the end of the current year, when present costs can be compared with previous charges by outside firms.

7. *Punch Card and Tabulating Systems* — With the advances being made each day in this particular field, we have moved slowly in contracting for or purchasing additional equipment of this character. Although the Auditing, Treasury, and Assessing Departments have been utilizing this type of equipment with great success from the standpoint of time saving and accuracy, it is felt that other departments requiring facts of a statistical nature could very easily decrease labor costs and inaccuracies by utilizing similar equipment. The Board has this matter under study at the present time and will probably make some definite recommendations during the current year.

8. *Group Insurance Plan Studies* — Upon the enactment of chapter 760, Acts of 1955, providing for contributory, life, accident, hospitalization, medical, and surgical insurance for persons in the service of the city and county, intensive studies were made concerning all aspects of the various types of insurance involved, including costs both to the city and the employees concerned. However, in view of your veto of the measure, we have discontinued further studies until such time as the city is in a better position financially to reconsider the proposal as enacted.

9. *Central Licensing Bureau* — This subject has been discussed by the members of this Board, in addition to the members of the Public Safety Commission, for the purpose of coordinating procedures in the issuing of licenses or permits, and centralizing the location of such issuances. This is a long-range study which will require the assistance and cooperation of the Law Department in the drawing up of necessary amendments to present statutes and ordinances that are both conflicting and confusing at the present time. When the legal end of the problem has been solved, we are confident that the establishment of such a bureau will only be a matter of finding a suitable location, and initiating definite and standard procedures to be followed. Some of our largest cities have established bureaus of this nature and others are considering the establishment of similar agencies, with a view to simplifying procedures and making it easier for the general public in the matter of securing permits

or licenses which, in some cases at the present time, requires several visits to various departments before one can walk out with the actual permit or license in his hand. It is only logical to assume that the establishment of such a bureau will not only streamline procedures with resultant savings in paper work and manpower, but will improve our public relations to a large extent. It is our intention to follow up this program to its ultimate establishment at the earliest possible date.

10. *Mimeograph Operations* — Since the establishment of a mimeograph service in the Printing Plant we have learned that, although the operation has been most successful in the supplying of mimeographed material to the various departments, the utilization of a pressman to operate the mimeograph has proven more expensive than anticipated. In other words, it was necessary to utilize this individual for the operation of a mimeograph when his services should have been devoted to the operation of a press, at times when printing orders were in heavy demand. It is the intention of the Board to correct this situation by the hiring of a full-time mimeograph operator (female), who will probably be attached to the Office Machine Service Unit rather than the Printing Section.

11. *Organization and Methods Unit* — Discussions were held at various times regarding the establishment of an Organization and Methods Unit within the Administrative Division of this department, but progress in this direction has been hampered, more or less, by the time and effort the director is obliged to devote to the supervision and preparation of annual and supplementary budgets. As you probably are aware, budget work consumes the greater part of the director's time, and until such time as he is relieved of budget responsibilities, little progress can be made in initiating some of the studies which we believe are essential to the efficient functioning of municipal operations. Some of the studies contemplated, when, and if, this unit is established, are listed herewith:

(a) The extension of the use of labor-saving office equipment in all departments.

(b) The development of a central storeroom for commonly used items.

(c) Departmental storage problems.

(d) A program for the combined purchase of items used by more than one department.

(e) A comprehensive study to increase the yield from present sources of miscellaneous revenues.

(f) A program for the improvement of assessment procedures to be worked out with the Assessing Department.

(g) A review of all fuel burning installations to determine possible improvements.

(h) The creation of a centralized licensing bureau, to which reference has already been made.

(i) Survey of the flow of documents in all departments of the city.

(j) Controls of telephones and postage.

(k) Improved methods of registering voters and preparing voting lists.

(l) Inventory controls in all departments.

(m) Centralization of tabulating equipment.

These are only a few of the many items that would be given study and consideration upon the establishment of an Organization and Methods section. We have attempted to initiate some of these problems on a small scale but believe that, unless a permanent unit of this character is established, departments will become careless and will revert to their original outmoded systems, thereby erasing out any progress which has been made up to the present time.

12. *Ambulance Service at the Health Department* — A survey of the ambulance service at the Health Department disclosed the fact that two drivers were employed on a permanent basis, making on an average of one hundred trips per year. This expensive operation was discontinued and the Health Department now secures ambulance service on a rental basis at a much lower cost without jeopardizing the needs of the public.

13. *Welfare Operations* — It has been the consensus of opinion by the general public for many years that any increases in the cost of the city government are attributable to some action of the Mayor, which is an unfair assumption. A case in point was a legislative proposal made during the year providing for the payment of welfare relief of every character on a weekly basis. This would appear to be a logical and popular piece of legislation, but after a review of the costs involved, for which the Legislature had no intention of making provision, the bill fortunately was defeated. In the event the bill was passed, it would eventually cost the city in the vicinity of \$200,000 for extra personnel,

additional I.B.M. equipment, and the employment of a night shift to handle the enormous amount of extra work which would be involved. The Board's attention was directed to the provisions of this bill before its introduction and it was recorded as being in opposition to the same.

Discussions were held on the feasibility of establishing a pharmacy in the hospital to handle the prescription needs of Welfare and Old Age Assistance recipients, and this study is still under consideration. The increased costs for medical and pharmacy items for recipients of Old Age Assistance and general Welfare motivated this study and it is hoped that something might be worked out to reduce present charges to a more equitable figure than exists at present. Inconvenience to persons in the old-age bracket, traveling to and from City Hospital, was one of the reasons advanced for not approving the measure without further study. We understand the City of Lawrence has a centralized pharmacy to take care of the medical needs of welfare recipients, but this city does not have the problems with which the City of Boston is confronted because of size and population differences.

It was noticeable during the year that cash payments to welfare recipients were on the increase, and in this connection we found that a register has now been devised which will eliminate the necessity of cash payments in the future. The Welfare Department is endeavoring to secure this register through Federal Administration Grants, and we hope that they will be successful, as the acquisition of this machine will improve present methods and expedite payments. This register will draw a check for the correct amount payable, record the amount of the check, and at the end of each day totals will be accurate and the handling of cash will be eliminated. Burglary insurance costs would also be decreased and paymasters would be relieved of additional burdens to which they are now subjected.

14. *Library Department Surveys* — An extensive survey of the Library Department was completed this year by the Mayor's Citizens Committee on Municipal Finance together with an independent study conducted by the City Planning Board. The Mayor's Citizens Committee report dealt with all phases of library operations and the Planning Board report confined its studies

and recommendations mainly to the operations of our branch library system. Both reports received thorough review and study by the members of this Board, and will result in our forwarding to you, at the earliest possible date, a comprehensive report on our findings and recommendations.

We believe that the Mayor's Citizens Committee and the Planning Board are to be commended for their excellent summarizations of library procedures, operations and functions which were most helpful to us in the preparation of our recommendations. After our report has been issued, and provided you are in agreement with the recommendations contained therein, we will be happy to sit in with the trustees and officials of the library for the purpose of effecting, at the earliest possible date, those findings and recommendations which merit immediate consideration and attention.

15. *Advertising and Selling Boston* — Boston has been lax for many years in advertising the many advantages she has to offer, both industrially and historically, to attract more business, tourist and convention trade. In this connection, during the latter part of the year we were fortunate to secure, without charge, the services of Mr. Paul A. Newsome, who is president of the Newsome Company, Inc., with offices in this city, and who is also chairman of Public Relations Management Corporation of New York City, the largest public relations firm in the world, which has twenty offices in the United States and five in Canada. Mr. Newsome attended one of our Board meetings and outlined his proposal in detail, setting forth, in the main, that a group comprising leading public relations experts from different sections of the country be organized to meet with you and certain key department heads to decide what opportunities are present in the Boston situation which lend themselves to a national build-up. During October of this year a meeting was held in your office, as you recall, attended by Mr. Newsome, a Mr. Wilson, from New Orleans, a Mr. O'Brien, who has offices in both Chicago and Los Angeles, a Mr. Moore, from Cleveland, and a Mr. Moynihan, from New York. A Public Relations Plans Board was established with Mr. Newsome acting as chairman, and the other members agreeing to contribute their services, provided they were reimbursed for actual expenses incurred while attending meetings. This was agreed upon, and it was the con-

sensus of opinion that the expenses involved would be infinitesimal when compared to the advantages and benefits which we should derive from the deliberations, studies, and recommendations of these competent men. After the one meeting held this year several recommendations were made by each of the individuals previously mentioned, and although the Board has not had an opportunity up to the present time to review and study the recommendations and proposals submitted, we are confident that enough material is contained in these recommendations to start the ball rolling in the right direction. We contemplate arranging for similar meetings during the current year.

16. *Issuance Of Municipal Lien Certificates* — Complaints were received by the Treasury Department regarding the dilatory manner in which municipal lien certificates were being issued to the public and it was found, after investigation, that it was necessary to secure information from two or three divisions of different departments before the certificate could be accurately filled out and issued. The various departments and divisions involved were notified to speed up their operations and to cooperate with the Treasury Department in the expediting of this work, and at the present writing the operation has improved to such an extent that no complaints have been received since the month of August, when the matter was first brought to our attention.

17. *Atlas Survey* — Several meetings were held during the year with city engineers regarding the atlas requirements of various departments. Departments requiring atlases in their work have been experiencing some difficulty in keeping present old and dilapidated atlases up to date because of the fact that the Bromley organization, the original manufacturer, had closed their Boston offices because of the lack of business in this particular field, and their last issuance of an Atlas was in the year 1938, some seventeen years ago. Since that time many physical changes have occurred throughout the city, especially in the Boston Proper, West Roxbury, and Hyde Park areas. Endeavoring to keep the 1938 issue of the atlas up to date has resulted in a hodgepodge of interpolations difficult for anyone to distinguish except the individual responsible for the corrections or deletions. At first it was believed that the Engineering Division of the Assessing Department could initiate a program

to produce a workable atlas for use by all departments, but when it was ascertained that it would require a period of at least ten years, and the additional employment of several civil engineers and draftsmen to finish the product, it was decided to contact the Bromley organization at their New York office. Their representatives appeared before us and admitted that this would be a lengthy program which would require their services for at least four years or longer before the project would be completed. They have agreed, however, to start production of an atlas covering Boston Proper only, which they believe they can issue on or about October 1. The Board has given this proposal favorable consideration and approval, provided the Bromley people can give us definite costs and time estimates on a proposal to prepare up-to-date atlases for the balance of the city. This they have agreed to do at the earliest possible date.

An outstanding engineering firm in Boston was also approached on the possibility of preparing maps through the utilization of an aerial survey in the first instance, and engineering and drafting work as a second proposal. It was estimated that the cost of doing this particular work would be in the vicinity of \$350,000 to \$400,000 and could be completed in a period of four years. The Board has all proposals under consideration at the present time, and is awaiting a report from the Bromley organization before taking definite action. It is the consensus of opinion that this work is vital and necessary for the efficient operation of the departments involved, namely:

- Administrative Services Department
- Assessing Department
- Building Department
- City Clerk Department
- Fire Department
- Health Department
- Law Department
- Parks and Recreation Department
- City Planning Board
- Public Works Department
- Real Property Department
- Boston Traffic Commission.

18. *Printing of Police and Voting Lists* — With the intent of lowering the cost of producing the annual list of residents and the voting lists, a new system of pro-

duction was inaugurated the latter part of this year in the Printing Plant. In line with the action of other progressive cities throughout the country, a new system of addressographic offset, replacing the letterpress process, has now been installed, and we are hopeful that the results of our endeavors will be indicated through this new labor-saving, cost-reducing method in the not too distant future. However, it is anticipated that the first year of operations will not give a true picture of what we eventually hope to attain in the matter of savings in production costs. During the first year of operation, individual plates for each person on the police list will have to be cast, but in future years these same plates can be utilized and new plates will be required only for new residents or those having a change of address. The major operation will be a part of this year's program and, as stated previously, we cannot be too optimistic in connection with savings in the initial year of production. The retention of plates covering the list of residents from year to year and the utilization of the same plates for additional purposes, such as the addressing of various types of tax bills, should eliminate in future years the costly expenditures which now exist in the printing of police and voting lists.

19. *Consolidation of Library Printing Section with Printing Plant* — A survey of the printing section of the Library Department disclosed that the need for a printing section was questionable because of the small volume of work produced and the obsolete condition of the equipment utilized. The Board decided that the operation of a printing section in the Library Department was only a duplication of work being performed in the Printing Plant and recommended to the library officials that the section be abolished and that the future printing requirements of the library be handled by the City Printing Plant. After several discussions on the matter, it was agreed to transfer all salvageable equipment to the Printing Plant together with the two employees involved. Up to the present writing it has been impossible to effect the desired transfer because of work already initiated but not completed. However, we are hopeful that arrangements can be made before the first of April to accomplish the consolidation as recommended, with additional savings being realized in printing costs.

20. *Business Operations at the Hospital Department* — Since the reorganization, whereby the operations of the Long Island Hospital and the Sanatorium have been placed under the jurisdiction of the superintendent and trustees of the Hospital Department, many problems for centralizing control have arisen, one of the major ones being the subject of business operations. Several studies and surveys were made in this connection, with new procedures being installed gradually and carefully in the matter of reporting, accounting, auditing, etc., which we believe will show beneficial results before the end of the coming year.

21. *Use of Manila Clasp Envelopes* — Savings in small items of office supplies and equipment do not appear sufficiently important to the average individual to warrant consideration or attention, but it must be remembered that each little saving in the course of a working day amounts to an appreciable saving at the end of the year. One of the members of the Board, John V. Moran, Purchasing Agent, directed our attention to the use being made by several of our large insurance companies and banks of a simple manila clasp envelope. It was found that when a person received papers enclosed in such an envelope, it was the usual procedure to toss it into the waste basket after removal of the contents and, in some instances, before removing the contents. Someone came up with the idea of placing punch holes in envelopes in order that one might ascertain at a glance whether or not the envelope was empty of its contents, and ruling off the envelope in sections so that it could be used for sixteen different deliveries of various papers within departments. This one envelope has now taken the place of sixteen envelopes, and if we multiply this saving in one department with the number of old-type envelopes used each day in every department of the city it is only logical to assume that substantial savings are bound to be realized during the course of a year's operations. These envelopes are now in use in this department and it is hoped that all departments in the city and county will follow suit, especially in the larger departments where interdepartmental correspondence is a major function.

22. *Procedures on new Legislation—Chapter 60, Acts of 1955* — Upon the enactment of this legislation increasing the amount from \$1,000 to \$2,000 on all con-

tracts not requiring public advertising, the Board, at the suggestion of Joseph P. Lally, City Auditor, considered several systems for expediting and controlling future city business negotiated under the provisions of this act. Because of slight differences of opinion on some phases of the procedures submitted, it was agreed to have the City Auditor give the subject further study and report back to the other members of the Board at an early date. We hope to act on the matter in the very near future in order that you might issue an executive order covering procedures to be followed.

23. *City Record Subscriptions* — At the suggestion of the chairman, the Board recommended the distribution of the *City Record* to all departments without charge. This new procedure will eliminate many bookkeeping details and will obviate the necessity of authorizing appropriations for individual departments.

24. *Crime Reporting* — The Chairman of the Board, Charles J. Fox, was appointed by his Honor, the Mayor, the latter part of the year to make a study of the Boston Police Department crime reporting, with which the Federal Bureau of Investigation in Washington was not too well pleased. Mr. Fox worked and cooperated with Mr. Dearborn, the Governor's representative, and the Police Commissioner's representative, making a trip to Philadelphia and reviewing and studying the system they have in operation, which is considered one of the best in the country. As a result of the studies of this group, which were submitted to this Board for consideration and comment, procedures have been improved to a large extent and it is believed that, with the cooperation of the Police Commissioner, Boston's crime reporting in the future will not be a subject for criticism but should be a subject for commendation.

25. *Preparation of a Procedural Manual* — One project which has long been overdue in Boston concerns the issuance of a procedural manual. In order to manage or operate any type of business, the manager or operator is obliged to depend on certain key personnel for the proper functioning of his business and all employees within the framework of that business should, and generally do, know just what is expected of them and to whom they are responsible. The management of a city, a city department, or a division of a city department is just as important to the proper functioning of its affairs as it is to the manager or operator of a business

corporation. With this thought in mind, the chairman of the Board delegated the administrative secretary to make a study of operations and procedures within the Administrative Services Department, with a view to preparing a manual which could be used as a pattern for other city departments to follow in setting up definite procedures and chains of command for the proper functioning of their operations. This manual has been prepared and approved by the Board and should be ready for issuance and distribution in the very near future. It will contain organizational charts, definite procedures, employees' duties, and, more particularly, the chains of command within the Administrative Services Department. It is the intention of the Board to distribute these manuals to all city departments, requesting that department heads set up a similar plan for their own specific departments and return a copy of their finished product to the Administrative Division of this department to be incorporated in a city manual which will cover all departments. We believe this work is not only essential to the proper functioning of city government but will eliminate, to a large extent, many argumentative points that are brought up daily within various departments with resultant losses of time, effort, and the taxpayers' money.

ADMINISTRATIVE DIVISION

The activities and functions of this division are more or less self-explanatory, since all actions of the Board, as previously outlined, are initiated here. However, in addition to these duties, all communications of an administrative nature are processed; minutes of all Board Meetings are compiled; various reports and bulletins are also prepared and issued, both for your perusal and the perusal of department heads; meetings are arranged with various city, state, and business officials in connection with city business; and, in view of the fact that our chairman is also Chairman of the Public Safety Commission, many subjects of public safety are also processed herein.

BUDGET DIVISION

This division has completed several individual surveys of a budgetary character in addition to its regular

duties of watching and controlling the expenditures of all city and county departments. The assembling and composition of the 1956 annual budget required many weeks of concentrated effort on the part of employees involved, with further progress being made in the principles of Program or Performance budgeting. This is only the second year the Program Budget has been in effect and we have received some very fine commendations from other budget officers in other cities, which were most encouraging and conducive to our continuance of this new phase of municipal operations. In the first year of Program Budgeting, we limited programs to personal services expenditures, but expanded the programs this year to include other expenditures. We are of the opinion that it will take five years' experience in program budgeting to attain the perfection to which we aspire. We have not attempted to enter into unit costs and other features which will tend to make municipal budgets of the future more comprehensible to the average citizen.

PERSONNEL DIVISION

The routine duties of this division require a large volume of paper work for the efficient maintenance of complete personnel records, the processing of all personnel matters relative to permanent or temporary appointments in the city government (except Library, Police, and School Departments) and the administration of the compensation plan established for city and county employees. Many studies have been initiated and conducted by the Supervisor of Personnel to improve and coordinate the handling of personnel matters. A contract was instituted the latter part of the year with the Remington-Rand organization to establish a punch-card system within the division for the purpose of ascertaining statistical information in a more efficient manner than previously existed. We are of the opinion that the utilization of this punch-card system will eventually result in the expediting of statistical information, requests for which are numbered in the hundreds every year, and which require many hours of tedious labor, the results of which are not always accurate. Hundreds of contacts are made each day with the Civil Service Commission and various department heads regarding personnel matters of every character. Our relations with city and county employees since the reorganization

have improved noticeably because of a more modern approach to employees' problems which, in the past, were given only a cursory review.

COMPLAINTS DIVISION

We have found, since the establishment of this division in October of 1954, that it has been a good investment in the matter of better public relations. The number of complaints received by the Mayor's office and other city departments has decreased substantially, and the public apparently has been pleased with this new system of filing complaints. Over 20,000 complaints were processed this year by this division, with the major portion being registered by telephone and the lesser portion by personal visits to the office. Where essential services have been affected, it has been the aim of this division to eliminate delays in satisfying the complainant, and this has worked out most satisfactorily to the complainant and the department concerned. The most common complaints received had reference to the removal of rubbish and garbage, unclean streets, and unsanitary conditions in various sections of the city. We are grateful to the Commissioner of Public Works for his splendid cooperation and assistance in correcting these conditions when they were brought to his attention by this division. We are also grateful to other city departments for their cooperation and promptness in rectifying all types of complaints brought to their attention. We believe this division has been a heavy contributor to the cementing of public relations and to the saving of time for department officials and the public. To improve our method of adjudicating complaints and to make contacts more agreeable between city officials and the general public is the aim of this division; and we are certain we will reach our goal if department heads and the general public will cooperate as they have in the past year.

PURCHASING DIVISION

The placing of this division on a businesslike basis has been emphasized since the reorganization in the early part of 1954. Many advances have been made during the past year in this direction, with pleasing and successful results. Companies and individuals doing business with the city have noticed a complete change of atmos-

phere, with diplomacy and tact being gradually substituted for unbusinesslike practices in the matter of purchasing. The operations of a central purchasing service for all city, and many county, departments require intelligent supervision and systematic management. We have strived to operate this division on the highest level possible, and believe we have succeeded in doing just that. The expansion of our bulk lot purchasing program, and the establishment of specifications and standards for the purchasing of canned goods are two examples of how purchasing costs can be reduced and procedures simplified.

The Office Supplies Unit, established in the Printing Division in the latter part of 1954, has expanded its inventory to include practically every type of ordinary office supply, which are purchased in bulk lots at lower prices for distribution to city departments, with the savings realized being passed along to the departments concerned.

Our Surplus Property Unit has been most active during the past year, accumulating and delivering surplus property which has been turned over to us and which we hold in storage until a requisition for a certain type of property we have on hand is received. We have been fortunate, through the cooperation of the Penal Institutions Commissioner, in having desks, chairs, and other types of office equipment repaired, painted, and put in first-class shape, without charge, for distribution to such departments requesting same. We have found that many articles which appeared to be dilapidated at first glance looked like new after being overhauled and reconditioned at our Deer Island institution. We expect to take on another responsibility in the near future through the establishment of an Office Machine Service Unit. It will then be our aim to turn over all surplus office machines, which appear to have no further use, for possible rehabilitation or salvage.

PRINTING SECTION

A general overhauling of our Printing Plant has been in existence for the past year for the purposes of increasing production and efficiency through the introduction of more modern methods of printing techniques. New fluorescent lighting and new machines of various models were installed, necessitating a change in the

electrical system at the Plant from D.C., one-phase current, to A.C., three-phase current, at a cost of approximately \$19,000.

With the intent of lowering the cost of producing the annual list of residents and the voting list, to which reference was made earlier in this report, a new system of addressographic offset was also installed. This equipment required the purchase of thirty addressograph plate cabinets, three automatic addressograph machines, six hundred thousand Pivoloktal frames, two automatic graphotype machines, one proofing machine, one manual graphotype machine, three multilith offset presses, and various other supplies, costing in the vicinity of \$86,000.

The following machines were purchased to replace models which had forty or more years' service, thoroughly outmoded, and costing the city money during every operation: three linotype machines, two monotype keyboards, one air compressor, one multipress, one wire stitcher, and one Trimo saw. The cost of the above equipment was in the vicinity of \$50,000.

The following machines were acquired for the production of work formerly included in costs for outside service; one Thompson typesetter, one monotype materials making machine, one monotype keyboard cleaning machine, and one Cleveland folding machine, totaling a cost in the vicinity of \$21,000.

With a total investment of some \$176,000 to modernize our Printing Plant, made possible through the Equipment Loan, we believe we are now ready to go ahead and increase efficiency in operations and decrease the over-all costs of production. The modernization of a printing plant is not as simple as it might appear, as it will become necessary for the men operating the older types of machines in the past to accustom themselves to the operation of modern machinery and modern techniques.

Other recommendations of the Board for the efficient operation of this plant consist of more systematic inventory controls of paper stock; savings in quality of papers used; elimination of all work possible now being let out on contract; improved billing costs and procedures; standard specifications for all repeat or standard forms; and the stocking of sufficient quantities of general forms in city-wide use.

We realize that we have taken on a responsibility that will require constant supervision, capable and

efficient management and employee cooperation, which, if all objectives can be obtained, will result in Boston reducing its printing costs to a minimum, and its volume of production to a maximum.

ART COMMISSION

Although the Art Commission is not subject to the supervision or control of this Board, however, under the provisions of the existing ordinances, its annual report is incorporated herewith for your approval. The members of the Art Commission include the following:

NELSON W. ALDRICH, *Chairman*, 38 Newbury street, Boston.

Nominated by the Massachusetts Institute of Technology.
Term expires May, 1959.

HOWARD T. CLINCH, 177 State street, Boston.

Nominated by the Boston Society of Architects, 1950.
Term expires April 30, 1960.

MARGARET FITZHUGH BROWNE, 30 Ipswich street, Boston.

Nominated by the Copley Society of Boston, 1952.
Term expires April 30, 1957.

WILLIAM EMERSON, 107 Massachusetts avenue, Boston.

Nominated by the Museum of Fine Arts, 1943.
Term expires April 30, 1958.

DANIEL SARGENT, *Secretary*, 102 Eliot street, South Natick.

Nominated by the Boston Public Library, 1946.
Term expires April 30, 1956.

David McKibbin of 10 $\frac{1}{2}$ Beacon street, Boston, is employed as a clerk on a part-time basis.

As you are aware, this commission has custody and care of all works of art owned by the city. No work of art can be accepted by the city or erected or placed in any public way without the approval of this commission. In addition, it is also responsible for the upkeep of monuments in public squares and the care of existing paintings owned by the city.

The city is fortunate in securing the services, without cost to the city, of such outstanding individuals who have the interests of the city at heart in the matter of works of art. Boston has always enjoyed a high standing among other large cities of the country and the world in its appreciation of statuary and fine arts, and it is consoling to know that personages of high caliber

in this particular field have been selected over the years to take charge of this important phase of governmental operations.

At the direction of the commission, the following matters were attended to or considered during the year:

1. The large painting of "Webster's Reply to Hayne," by Healy, in Faneuil Hall, was repaired, a patch having been applied to the canvas without having to remove the painting from the wall.

2. The Civil War Monument, in Eliot square, Jamaica Plain, was cleaned of paint marks, egg, and lipstick stains.

3. The Civil War Monument, in John Donovan Park, Dorchester, had the work of vandals removed.

4. The commission is continuing its consideration of plans for the development of Copley square to provide a setting worthy of its surroundings. It is hoped that when the way is made clear, as determined by the Boston Traffic Commission, this project will be brought under early consideration.

5. The condition of the Shaw Monument by Saint-Gaudens, on the Common, opposite the State House, has been the cause of some uneasiness for the past several years. The engineering firm of Gilbert Small & Co., was engaged to make a study of the condition of the stonework surrounding the bronze and, as a result of these recommendations, it has been decided that the commission must take steps to arrest deterioration and restore the monument, a very expensive operation, for which funds will have to be found outside the limits of this commission.

Mr. Nelson W. Aldrich has served during 1955 as Art Commission member of the Board of Censors of Plays and his successor, Miss Margaret FitzHugh Browne, has been appointed to serve during the year 1956.

SUMMARY

This has been another most interesting and educational year in the operations of the city government, especially the operations of this department. Our long-term objective is to bring about economy in operation and a better understanding of municipal fiscal needs. During the year we have gathered and correlated various statistics concerning the operations and activities of other large cities, and have taken into consideration only those subjects which warranted immediate attention. Many suggestions and words of encouragement, received from various sources, proved very stimulating,

we assure you. However, we are aware of the many other problems requiring solution in the immediate future, and many of these problems will receive our attention and consideration this year. Being optimistic, rather than pessimistic, we believe that we can be of service to you and the people of Boston in an endeavor to recommend solutions, whenever possible, of such pressing problems as might require administrative review and action.

We trust that our efforts this year will prove beneficial to the city and to the general public in the immediate future, and that our future efforts in the development of modern thinking in the management of municipal affairs will result in Boston attaining that place among the larger cities of the world that merited her being recognized as the "Hub of the Universe" during the early years of the present century.

Respectfully submitted,

CHARLES J. FOX, *Chairman,*
JOHN V. MORAN, *Purchasing Agent,*
JOHN A. SULLIVAN, *Supervisor of Personnel,*
JAMES E. GILDEA, *Collector-Treasurer,*
JOSEPH P. LALLY, *City Auditor.*

LAWRENCE W. COSTELLO,
Administrative Secretary.

